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property taxes, now only an insignificant source of revenue, promise to be even less important in the future, with the present tendency, as it is, to reserve such sources to the state governments. It is, moreover, very doubtful if the tax on real property can be made much more productive in these cities under present methods of valuation and assessment, and it is clear that the other sources are not dependable.

If the present tendency toward separation of sources persists, there seem to be but three alternatives open to the large cities in their search for new sources of revenue. In the first place, taxes on property might, with a greater measure of justice to all

concerned, be made more productive by a separate assessment of land and improvements, with the heavier burden on the former. The two second-class cities of Pennsylvania, Pittsburgh and Scranton, are now empowered by law to adopt such a system. Second, there seems to be no reason why business taxes could not with justice be more extensively used by these cities. Last of all, it is difficult to avoid the conclusion that if the administration of special property taxes is to devolve on state governments, the development of a system of subventions will eventually offer a measure of relief to the cities which are already the homes of one-seventh of our people.

The Trend of Federal, State, and Local Revenues in the United States

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IT is a matter of far-reaching significance to the student of Public Finance that the functions of all the political units in the United States from the local to the federal have increased both in number and importance since the Civil War. Economic, industrial and social changes have been titanic and widespread. This revolution, if it may properly be called thus, has created new and diverse needs, perplexing and recurrent problems in every community. Public opinion has persistently demanded that governmental activity keep pace with the times and government could not but respond.

One of the most serious problems resulting from the extension of governmental functions into a wider sphere is that of finance, both legislative and administrative. Revenues

must be found in order to meet the rapid growth of expenditures which are the inevitable consequence of new burdens. How rapid the increase in public expenditures has been is largely a matter of conjecture. Financial statistics of cities and states are not completely available before 1915. However, a study of federal expenditures has revealed the fact that there was a per capita increase from \$2.01 in 1860 to \$10.44 in 1915, or about 520 per cent. This must be offset by the increase in population and wealth for the same period.

Thus the problem of raising revenues to meet the ever-increasing demands upon the public treasury has become one of crying need. This problem has created new ones. A readjustment in the various sources was inevitable, for many of the old

sources proved unsatisfactory and inequitable. New sources were used, often unscientifically.

More recently the European War has added new trials to the public financier. Never before had governmental expenditures increased so rapidly. The present system of revenues was put to a severe test, particularly with regard to taxes. And now that the war burden must be borne in addition to the normal increase in ordinary expenditures, there is on every hand urgent demand for a scientific readjustment of our financial system.

In order that the whole problem may be considered scientifically, statistical data and interpretation are necessary. Our revenues must be carefully scrutinized with the purpose of obtaining sufficient analysis as a basis of increased

equality for the taxpayer and increased efficiency for the tax collector. It is hoped that a study of the trend of revenues in the United States may be of aid to the layman as well as to the student. Such a study should answer not only the question as to the chief sources of revenue, but also what changes have taken place over a period of years, and the trend for the future.

Table I gives a summary of the total receipts, exclusive of postal revenues, of the Federal Government, for the years 1913-1919. Receipts include customs, and internal revenues; miscellaneous receipts which include fees, sales of lands, immigrant poll taxes and similar items; Panama Canal tolls, and moneys received from loans.

An analysis of the table reveals three facts. First, customs fell off during this period 43 per cent, due of

TABLE I

TOTAL RECEIPTS OF THE UNITED STATES GOVERNMENT EXCLUDING POSTAL REVENUE¹

1913-1919				
<i>Source</i>	1913	1914	1915	1916
1. Customs.....	\$318,891,396	\$292,320,015	\$209,786,672	\$213,185,846
2. Internal Revenue.....	344,416,966	380,041,007	415,669,646	512,702,029
3. Miscellaneous (net).....	60,802,868	62,312,145	72,454,510	53,776,677
Ordinary Receipts.....	\$724,111,230	\$734,673,167	\$697,910,828	\$779,664,552
4. Panama Canal.....	.....	.....	.....	2,869,995
5. Public Debt.....	23,400,850	23,021,222	22,486,955	58,452,403
	\$747,512,080	\$757,694,389	\$720,397,783	\$840,986,950

<i>Source</i>	1917	1918	1919
1. Customs.....	\$225,962,393	\$182,758,989	\$183,428,625
2. Internal Revenue.....	809,366,208	3,696,043,485	3,840,230,995
3. Miscellaneous (net).....	82,845,525	295,208,112	643,944,232
Ordinary Receipts.....	\$1,118,174,126	\$4,174,010,586	\$4,647,603,852
4. Panama Canal.....	6,150,669	6,414,570	6,777,047
5. Public Debt.....	2,428,017,800	16,974,889,210	29,075,976,516
	\$3,552,342,595	\$21,155,314,366	\$33,730,357,415

¹ Statistical Abstract of the United States, 1919, p. 686.

course to the complete annihilation of trade with Europe. Second, the internal revenue increased over 1000 per cent. (A further analysis of internal revenue is presented in table II.) Third, taxes constituted a large per cent of the total receipts of the Federal Government in 1913, approximately 90 per cent. Taxes for the Federal Government include customs and internal revenue. In 1919, only 11 per cent came from this source. This trend is shown in charts I and II.

Another item of importance is that of borrowing. Considerably over 90

of the sources. The internal revenue is subdivided into its component parts in this table.

An analysis of the item, "income and excess profits" shows that it has played an ever increasing part in the federal revenue system. In 1914, the income tax was only one-tenth of the total net revenue. In 1920, the income and excess profits alone amounted to 69 per cent of the total net revenue and 73 per cent of the total internal revenue. The revenue on distilled spirits has dropped rapidly under the agitation for prohibition and the wartime

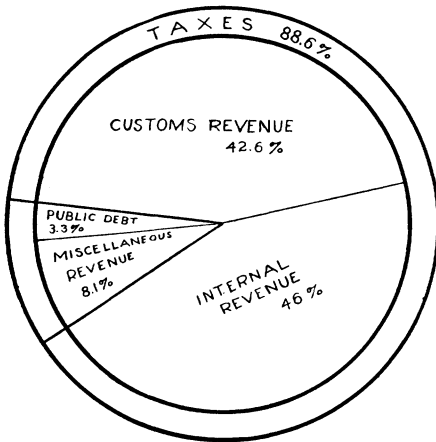


CHART I
Gross Receipts
U. S. Government 1913

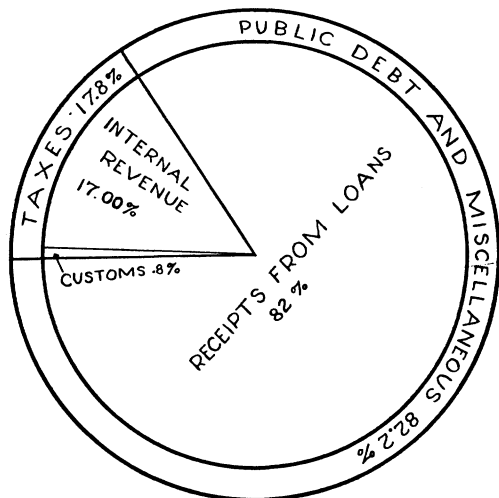


CHART II
Gross Receipts
U. S. Government 1918

per cent of the total receipts came from loans in 1918. Practically all of this, however, was for war purposes. The revenues more than adequately met the ordinary governmental expenditures.

Table II is a summary of the net revenues of the United States Government from 1913-1920. Net revenues here include internal revenue and customs revenue and the tax on national banks, minus the expense of collection and administration of each

liquor control. The smokers of the United States furnished \$295,809,355 in tax to the Federal Government in 1920, or an amount sufficient to run the entire judicial and legislative departments and the executive departments with the exception of expenditures for public works and for wars past, present and future for one year.

The importance of the income tax cannot be over-estimated in the federal revenue system at the present

time. It was the main source of tax revenue during the war period. In fact, it was not until the entry of the United States into the war that this tax came into its own, as the following figures clearly show.

Table III gives the trend in the sources of revenue of all state governments of the United States from 1913-1919. The statistics were not available before 1913. regular reports

were started by the Census Bureau in 1915. Statistics for 1913 are used as a base. They constitute 100 in every instance except those noted in footnotes.

The first item in the table shows the total revenue of the states, amount per capita and the per cent increase over 1913. There was an increase of 83.6 per cent in the total revenues with an increase from \$3.80 to \$6.43 per capita during the five-year period.

TABLE II

NET REVENUES OF THE UNITED STATES GOVERNMENT, FISCAL YEARS 1913-1920

<i>Source of Revenue</i>	1913	1914	
Internal Revenue			
1. Income Tax.....		\$60,710,197.52	
2. Distilled Spirits, etc.....	\$230,146,332.14	226,179,689.76	
3. Tobacco.....	76,789,424.75	79,986,639.68	
7. Excise Tax on Corporations.....	35,006,299.84	10,671,077.22	
10. Miscellaneous (Butter, Oleomargarine, Etc.)	2,482,397.12	2,461,289.78	
<i>Total Internal Revenue</i>	\$344,424,453.85	\$380,008,893.96	
Customs Revenue.....	310,257,199.09	283,773,870.45	
Tax on National Banks.....	3,730,059.08	3,883,198.14	
	<hr/> \$658,411,712.02	<hr/> \$667,665,962.55	
	1915	1916	1917
Internal Revenue			
1. Income—Excess Profits..	\$80,201,758.86	\$124,937,252.61	\$387,382,343.96
2. Distilled Spirits—Beverages	223,948,646.09	247,453,543.52	284,008,512.62
3. Tobacco.....	79,957,373.54	88,063,947.51	103,201,592.16
4. Transportation, Commu- nication.....			
5. Luxuries (Autos, Candy)	3,635,338.13	4,905,815.19	1,492,865.68
6. Estate Inheritance.....			6,076,434.26
7. Capital Stock.....	3,367,797.87	4,900,907.16	13,303,575.50
8. Stamps on Legal Docu- ments.....	20,494,474.75	38,110,282.49	8,254,341.88
9. Amusements.....	1,559,381.31	2,007,201.05	2,405,298.37
10. Miscellaneous.....	2,476,253.31	2,344,338.24	3,268,676.01
<i>Total Internal Revenue</i> . . .	\$415,681,023.86	\$512,723,287.77	\$809,393,640.44
Customs Revenue.....	197,663,176.16	194,356,351.59	206,027,585.45
Tax on National Banks.....	3,008,606.90	3,838,034.25	3,611,802.43
	<hr/> \$617,252,806.92	<hr/> \$710,917,673.61	<hr/> \$1,019,033,028.32

TABLE II—*Continued*

<i>Source of Revenue</i>	1918	1919	1920
Internal Revenue			
1. Income—Excess Profits	\$2,852,324,865.89	\$2,600,783,902.70	\$3,956,936,003.60
2. Distilled Spirits—Beverages	446,054,726.01	490,233,073.72	197,332,105.84
3. Tobacco	156,188,659.90	206,003,091.84	295,809,355.44
4. Transportation, Communication	77,228,575.49	252,348,453.61	307,769,841.36
5. Luxuries (Autos, Candy, etc.)	37,846,983.79	81,357,473.54	270,971,064.27
6. Estate Inheritance	47,452,879.78	82,029,983.13	103,635,563.24
7. Capital Stock	25,329,601.11	29,824,327.95	95,141,732.50
8. Stamps on Legal Documents	21,874,734.47	43,751,340.04	81,259,355.47
9. Amusements	30,974,585.67	58,664,876.88	89,710,525.59
10. Miscellaneous	3,680,208.82	5,153,555.15	9,014,694.50
<i>Total Internal Revenue . . .</i>	<i>\$3,698,955,820.93</i>	<i>\$3,850,150,078.56</i>	<i>\$5,407,580,251.81</i>
Customs	167,073,638.00	171,110,221.07	296,274,230.35
Tax on National Banks	4,691,310.26	3,806,646.42	7,172,598.48
Postal War Revenue	39,073,000.00	71,906,000.00	4,913,000.00
	\$3,909,793,769.19	\$4,096,972,946.05	\$5,715,940,080.64

The subsequent items in table III are the various sources which go to make up the "total" discussed in the preceding paragraph. The increase of 83.6 per cent in the "total" does not therefore mean that there has been 83.6 per cent increase in all the sources. The question naturally arises: What sources have increased and to what extent?

"Taxes" throughout the remainder of this study is to be used in the sense that the Census Bureau has considered the term: "amounts of money, other wealth, or services which, by virtue of that sovereign power of a nation or a state generally spoken of as the taxing power, are exacted for the support of governments, for meeting general public needs, and for other governmental purposes."¹

The general property tax includes "all direct taxes upon real property and upon other property which is

apportioned and levied by substantially the methods employed in apportioning and levying taxes upon privately owned property."² This source showed an increase of 69.8 per cent.

Special property taxes include taxes on corporation stock, corporate indebtedness, savings banks, insurance companies, taxes on mortgages at the time of execution or entry of public record and specific taxes on property. There was an increase of 54 per cent in this item.

The greater increase in the general property tax as compared with the special property taxes may be explained in part by the general increase in real estate values in this country during the war period.

Poll taxes, sometimes called "capitation" or "personal" taxes, declined 28.8 per cent. The poll tax has been discountenanced as a source of revenue to an increasing degree in the United

¹ *Financial Statistics of States 1917*, p. 20.

² *Ibid.*

TABLE III

TREND IN THE SOURCES OF REVENUE OF ALL STATE GOVERNMENTS OF THE UNITED STATES¹

1913-1919

		<i>Per Capita</i>	<i>Per Cent Increase Over 1913</i>
I. Total Revenue			
1919.....	\$675,217,202	6.43	183.6
1918.....	588,305,651	5.69	160.0
1917.....	522,924,733	5.14	142.2
1916.....	466,946,748	4.67	127.0
1915.....	458,232,597	4.66	124.6
1913.....	367,585,331	3.80	100.0
II. General Property Tax			
1919.....	\$237,234,778	2.26	169.8
1918.....	209,479,197	2.03	149.8
1917.....	182,740,146	1.79	130.7
1916.....	176,102,893	1.76	126.0
1915.....	185,876,319	1.89	133.0
1913.....	139,750,303	1.44	100.0
III. Special Property Tax			
1919.....	\$104,222,552	.99	154.0
1918.....	87,096,809	.84	128.5
1917.....	94,807,880	.94	140.0
1916.....	80,243,246	.80	118.5
1915.....	82,870,882	.84	122.2
1913.....	67,675,933	.70	100.0
IV. Other Special Taxes			
1919.....	\$13,554,063	.12	171.0
1918.....	12,264,613	.12	155.0
1917.....	13,387,239	.12	169.0
1916.....	7,894,014 ²	.07	100.0
V. Poll Taxes			
1919.....	\$2,114,708	.02	71.2
1918.....	2,100,556	.02	70.8
1917.....	2,171,897	.02	73.1
1916.....	2,270,321	.02	76.5
1915.....	3,198,155	.03	107.8
1913.....	2,965,069	.03	100.0
VI. Special Assessments			
1919.....	\$4,408,216	.04	68.2
1918.....	3,097,109	.03	47.1
1917.....	3,289,196	.03	50.9
1916.....	2,868,682	.03	44.4
1915.....	2,268,517	.02	35.1
1913.....	6,454,807	.07	100.0

¹ *Financial Statistics of States 1915-19.* Census Bureau. *Wealth, Debt and Taxation 1913*, Volume

II. Census Bureau.

² 1916 is used as the base in this item.

TABLE III—*Continued*

		<i>Per Capita</i>	<i>Per Cent Increase Over 1913</i>
VII. <i>Business Taxes</i>			
1919.....	\$122,667,336	1.17	228.6
1918.....	112,748,915	1.09	210.1
1917.....	90,927,416	.89	169.5
1916.....	78,092,580	.78	145.5
1915.....	78,730,187	.80	146.7
1913.....	53,642,322	.55	100.0
VIII. <i>Liquor and Other Licenses</i>			
1913.....	\$29,582,065	.30	
IX. <i>Non-Business Licenses</i>			
1919.....	\$48,025,730	.46	744.5
1918.....	36,084,155	.35	559.4
1917.....	25,830,320	.25	400.4
1916.....	19,365,499	.19	300.2
1915.....	14,868,254	.15	230.5
1913.....	6,450,932	.07	100.0
X. <i>Fines, Forfeits and Escheats</i>			
1919.....	\$2,873,400	.03	201.1
1918.....	2,532,849	.02	177.3
1917.....	2,071,825	.02	145.0
1916.....	1,814,243	.02	127.0
1915.....	2,027,664	.02	141.8
1913.....	1,428,011	.01	100.0
XI. <i>Highway Privileges</i>			
1919.....	\$68,452	.0005	500.0
1918.....	10,637	.0002	200.0
1917.....	11,042	.0002	200.0
1916.....	20,922	.00025	250.0
1915.....	1,249 ³	.0001	100.0
XII. <i>Interest—Rents</i>			
1919.....	\$36,444,712	.35	171.0
1918.....	34,353,394	.33	161.2
1917.....	31,618,238	.31	148.4
1916.....	28,381,284	.28	133.2
1915.....	28,069,338	.28	131.7
1913.....	21,300,430	.22	100.0
XIII. <i>Subventions—Grants</i>			
1919.....	\$11,709,458	.10	367.0
1918.....	8,848,569	.09	277.3
1917.....	8,209,840	.08	254.1
1916.....	10,252,542	.10	321.3
1915.....	5,356,799	.05	167.9
1913.....	3,190,750	.03	100.0
XIV. <i>Donations</i>			
1919.....	\$3,434,935	.03	791.0
1918.....	1,991,874	.015	458.7
1917.....	1,401,319	.01	322.8
1916.....	2,211,388	.02	509.4
1915.....	1,173,592	.01	270.2
1913.....	434,526	.004	100.0

³ 1915 is used as the base in this item.

TABLE III—*Concluded*

		<i>Per Capita</i>	<i>Per Cent Increase Over 1913</i>
XV. Earnings of General Departments			
1919.....	\$83,203,459	.79	252.0
1918.....	72,543,618	.70	219.8
1917.....	62,531,781	.61	189.5
1916.....	53,844,692	.54	163.1
1915.....	50,222,748	.51	152.2
1913.....	32,994,761	.34	100.0
XVI. Earnings of Public Service Enterprises			
1919.....	\$3,306,147	.03	192.7
1918.....	3,267,690	.03	190.4
1917.....	2,633,720	.03	153.5
1916.....	2,437,774	.02	142.0
1915.....	2,716,339	.03	158.3
1913.....	1,715,422	.02	100.0
XVII. Pension Assessments⁴			
1919.....	\$1,949,256	.02	228.7
1918.....	1,885,666	.02	221.2
1917.....	1,292,882	.01	151.6
1916.....	1,146,668	.01	134.5
1915.....	852,554	.007	100.0

⁴ 1915 is used as the base in this item.

States, particularly as a source for state governments. The difficulty and cost of collection made the poll tax unsatisfactory for meeting the demands of the war period. There is a consequent steady decline.

Special assessments include "contributions levied against land and collected from its owners and occupants to defray the costs of specified public improvements."³ From the definition it will be readily seen that the special assessment is a specific tax for a definite improvement. There was a widespread postponement of public improvements during the war period when all energies were devoted to one single purpose and economies were being exacted. As a consequence there was a decline of 31.8 per cent in this source.

Business taxes include all taxes on business activities, such as income

from individuals, liquor license, business license, etc. This source showed an increase of 128 per cent over this period.

Non-business licenses include taxes primarily for regulation; such as dog license, motor vehicles, etc. The great increase of 644.5 per cent was due entirely to motor licenses of various kinds.

The significant fact of the above analysis is that the greatest increases during the war period are shown in taxes other than property. Taxes on luxuries and new taxes on business increased at a rapid rate and are reflected in the state revenues.

Interest-rents is of little importance for this study as this item includes interest on state funds held in banks of various kinds, rents from public lands, etc.

Subventions and grants include amounts received primarily from the national government for a specified purpose.

Earnings of general departments and

³ *Financial Statistics of States 1917*, p. 21.

public service enterprises include fees for service and products of state institutions.

An attempt has been made in table IV to study the trend of the sources of revenue of cities having a population of 30,000 and over, in much the same manner as was done in the previous

table. The report for 1919 was not available.

The first item includes the total revenue for all the cities with the amounts received per capita and the per cent increase over 1913. There was an increase of 34 per cent in the total revenues as compared with 69

TABLE IV

TREND IN THE SOURCES OF REVENUE OF CITY GOVERNMENTS OF THE UNITED STATES
HAVING POPULATION 30,000 AND OVER

1913-1918¹

		<i>Total Number Cities with Population 30,000 and Over</i>	<i>Per Capita</i>	<i>Per Cent Increase Over 1913</i>
I. Total Revenue				
1918.....	\$1,124,094,899	227	32.75	134.03
1917.....	1,065,537,142	219	32.04	127.5
1916.....	994,710,241	213	30.83	118.6
1915.....	940,385,311	204	30.17	112.1
1913.....	838,642,976		27.78	100.0
II. General Property Tax				
1918.....	\$705,723,158		20.55	140.06
1917.....	666,402,637		20.03	132.2
1916.....	623,300,805		19.31	123.7
1915.....	570,830,861		18.30	113.3
1913.....	503,804,681		16.69	100.0
III. Special Property Tax				
1918.....	\$16,269,058		.47	131.04
1917.....	14,739,512		.44	118.7
1916.....	13,618,524		.42	109.6
1915.....	12,598,628		.40	101.5
1913.....	12,415,667		.41	100.0
IV. Poll Tax				
1918.....	\$2,014,952		.06	122.7
1917.....	1,998,033		.06	121.7
1916.....	1,906,483		.06	116.1
1915.....	1,792,358		.06	109.2
1913.....	1,641,447		.05	100.0
V. Special Assessments				
1918.....	\$72,673,785		2.12	100.5
1917.....	83,195,596		2.50	115.1
1916.....	74,009,766		2.29	102.3
1915.....	79,890,321		2.56	110.5
1913.....	72,279,269		2.39	100.0

¹ *Financial Statistics of Cities 1915-18. Wealth, Debt and Taxation 1913.*

TABLE IV—*Continued*

		<i>Per Capita</i>	<i>Per Cent Increase Over 1913</i>
VI. <i>Liquor License</i>			
1918.....	\$35,576,383	1.03	87.4
1917.....	36,974,797	1.11	90.9
1916.....	38,024,542	1.18	90.9
1915.....	39,606,956	1.27	94.8
1913.....	40,664,534	1.35	100.0
VII. <i>Other Business License</i>			
1918.....	\$24,069,376	.70	214.8
1917.....	16,479,731	.49	147.09
1916.....	13,554,925	.42	120.9
1915.....	12,741,765	.41	113.7
1913.....	11,203,623	.37	100.0
VIII. <i>Non-Business License</i>			
1918.....	\$6,924,560	.20	172.6
1917.....	5,726,168	.17	142.7
1916.....	4,701,616	.15	117.2
1915.....	4,402,375	.14	109.7
1913.....	4,011,400	.13	100.0
IX. <i>Fines, Forfeits and Escheats</i>			
1918.....	\$5,753,081	.17	137.8
1917.....	4,938,727	.15	118.1
1916.....	4,124,489	.13	98.7
1915.....	4,449,361	.14	106.2
1913.....	4,178,225	.14	100.0
X. <i>Highway Privileges</i>			
1918.....	\$15,796,393	.46	125.9
1917.....	14,037,647	.42	111.9
1916.....	13,898,573	.43	110.8
1915.....	15,069,314	.48	120.1
1913.....	12,541,720	.42	100.0
XI. <i>Interest—Rents</i>			
1918.....	\$46,785,850	1.40	142.6
1917.....	44,465,361	1.33	135.5
1916.....	41,576,411	1.28	126.7
1915.....	40,002,893	1.28	121.9
1913.....	32,798,418	1.09	100.0
XII. <i>Subventions—Grants</i>			
1918.....	\$41,277,908	1.20	122.9
1917.....	39,806,668	1.19	118.5
1916.....	37,666,043	1.16	112.2
1915.....	36,141,199	1.15	107.6
1913.....	33,566,942	1.11	100.0

TABLE IV—*Concluded*

		<i>Per Capita</i>	<i>Per Cent Increase Over 1913</i>
XIII. Donations—Gifts			
1918.....	\$2,223,004	.06	52.6
1917.....	1,395,034	.04	33.0
1916.....	1,736,249	.05	41.0
1915.....	1,646,450	.05	38.9
1913.....	4,225,096	.14	100.0
XIV. Earnings of General Departments			
1918.....	\$29,526,180	.86	159.7
1917.....	26,580,328	.80	143.7
1916.....	24,485,840	.76	132.4
1915.....	22,547,201	.72	121.4
1913.....	18,485,785	.61	100.0
XV. Earnings of Public Service Enterprises			
1918.....	\$116,494,645	3.39	131.9
1917.....	106,158,783	3.19	122.3
1916.....	99,797,175	3.09	103.4
1915.....	96,558,379	3.10	111.2
1913.....	86,799,169	2.88	100.0
XVI. Pension Assessments			
1918.....	\$2,986,566		
1917.....	2,638,120		
1916.....	2,308,800		
1915.....	2,107,270		

per cent in the states. In general the revenues for cities, while constituting an aggregate larger than for the states, are more constant.

The general property tax increased 40 per cent during the period as compared with 69.8 per cent for the states.

The special property tax increased 31 per cent as compared with 54 per cent for the states. Here again special property taxes did not increase as rapidly as the tax on real estate, primarily on account of the increase in real estate values.

The trend in special assessments was more or less erratic. That there was an increase in this source is significant, though the increase was not constant. Certain improvements must be made by municipalities at all times. The problems of city administrations are such that it is absolutely necessary to make additional improvement. The war in Europe had slight effect upon such improvements. The

trend took a decided drop in 1918, upon the entry of the United States into the war.

In cities as well as states, there was a more rapid increase in taxes other than on property. The explanation is the same as in the case with state revenues.

In general, the state revenues increased more rapidly than city revenues. This can be explained on the basis of differentiation in functions between the state and cities. The former are more numerous. Furthermore the analysis shows that the city was far more removed from the war than the state as far as finances are concerned.

In tables III and IV an analysis was made of the trend in the amounts received from the various sources of revenue of cities and states. In table V the various sources are arranged as to the per cent they furnish of the total revenues. The pur-

pose of the table is to discover whether there has been any change in the distribution of sources over the five-year period.

The table is divided into two parts.

The first half tabulates state governments. An analysis reveals several interesting facts. In 1913 the general property tax constituted 38 per cent of the total revenues of the states and in

TABLE V

TREND IN THE DISTRIBUTION OF THE SOURCES OF REVENUE FOR ALL STATE GOVERNMENTS AND FOR CITIES WITH A POPULATION OF 30,000 AND OVER

1913-1919

A—All State Governments

<i>Year</i>	<i>General Property Tax</i>	<i>Per Cent of Total</i>	<i>Special Property Tax</i>	<i>Per Cent Total</i>
1919	\$237,234,778	35.1	\$104,222,552	15.4
1918	209,479,197	35.6	87,096,809	15.2
1917	182,740,146	34.9	94,807,880	18.6
1916	176,102,893	37.7	80,243,246	18.1
1915	185,876,319	40.5	82,870,882	15.2
1913	139,750,303	38.0	67,675,933	18.4
<i>Other Special Taxes</i>				
			<i>Poll Taxes</i>	
1919	\$13,554,063	2.0	\$2,114,708	.3
1918	12,264,613	2.1	2,100,556	.4
1917	13,387,239	2.6	2,171,897	.4
1916	7,894,014	1.7	2,270,321	.5
1915 .....	.....	....	3,198,155	.7
1913 .....	.....	....	2,965,069	.8
<i>Business—Non-Busi- ness Licenses</i>				
			<i>Special Assessments</i>	
1919	\$170,693,066	25.5	\$4,408,216	.7
1918	148,833,070	25.5	3,097,109	.5
1917	186,757,736	22.5	3,289,196	.6
1916	97,458,079	21.1	2,868,682	.6
1915	93,598,441	20.6	2,268,517	.5
1913	89,675,319	24.5	6,454,807	1.8
<i>Earnings of General Departments</i>				
			<i>Earnings of Public Service Enterprises</i>	
1919	\$83,203,459	12.3	\$3,306,147	.5
1918	72,543,618	12.4	3,267,690	.6
1917	62,531,781	12.0	2,633,720	.5
1916	53,844,692	11.5	2,437,774	.5
1915	50,222,748	11.1	2,716,339	.6
1913	32,994,761	8.9	1,715,422	.5
<i>All Other</i>				
1919			\$56,470,213	7.8
1918			49,622,989	7.8
1917			44,605,146	7.8
1916			43,827,027	8.6
1915			37,481,196	7.3
1913			26,353,717	7.2

TABLE V—*Continued*SUMMARY SHOWING THE TREND IN PER CENT OF TOTAL REVENUE RECEIVED FROM
TAXES IN STATE GOVERNMENTS

1913-1919

<i>Year</i>	<i>Total Received from All Taxes</i>	<i>Per Cent Total</i>	<i>All Other</i>	<i>Per Cent Total</i>
1919.....	\$527,819,167	78.3	\$147,598,035	21.7
1918.....	459,774,245	78.8	128,531,406	21.2
1917.....	409,864,898	79.0	113,059,835	21.0
1915.....	365,543,797	78.7	92,688,800	21.3
1913.....	300,066,624	82.2	67,518,707	17.8

B—Cities With Population 30,000 and Over

	<i>General Property Tax</i>	<i>Per Cent of Total</i>	<i>Special Property</i>	<i>Per Cent Total</i>
1918.....	\$705,723,158	62.7	\$16,269,058	1.5
1917.....	666,402,637	62.5	14,739,512	1.4
1916.....	623,300,805	62.6	13,618,524	1.4
1915.....	570,830,861	60.7	12,598,628	1.3
1913.....	503,804,681	60.0	12,415,667	1.6

	<i>Poll Tax</i>		<i>Liquor License</i>	
1918.....	\$2,014,952	.2	\$35,576,383	3.0
1917.....	1,998,033	.2	36,974,797	3.4
1916.....	1,906,483	.2	38,024,542	3.8
1915.....	1,792,358	.2	39,606,956	4.2
1913.....	1,641,447	.2	40,664,534	4.8

	<i>Other Business License</i>		<i>Non-Business License</i>	
1918.....	\$24,069,376	2.0	\$6,924,560	.8
1917.....	16,479,731	1.5	5,726,168	.7
1916.....	13,554,925	1.3	4,701,616	.6
1915.....	12,741,765	1.3	4,402,375	.5
1913.....	11,203,623	1.3	4,011,400	.6

	<i>Special Assessments</i>		<i>Earnings of General Departments</i>	
1918.....	\$72,673,785	6.5	\$29,526,180	2.6
1917.....	83,195,596	7.8	26,580,328	2.5
1916.....	74,009,766	7.4	24,485,840	2.5
1915.....	79,890,321	8.5	22,547,201	2.4
1913.....	72,279,269	8.6	18,485,785	2.2

	<i>Earnings of Public Service Enterprises</i>		<i>All Other</i>	
1918.....	\$116,494,645	10.4	\$114,822,802	10.2
1917.....	106,158,783	10.0	106,981,557	10.1
1916.....	99,797,175	10.0	101,210,565	10.2
1915.....	96,558,379	10.3	99,416,487	10.5
1913.....	86,799,169	10.3	87,310,401	10.4

TABLE V—*Concluded*

SUMMARY SHOWING THE TREND IN PER CENT OF TOTAL REVENUE RECEIVED FROM TAXES IN CITIES WITH POPULATION 30,000 AND OVER

1913-1918

<i>Year</i>	<i>Total Received from All Taxes</i>	<i>Per Cent Total</i>	<i>All Other</i>	<i>Per Cent Total</i>
1918.....	\$790,577,487	70.2	\$333,517,412	29.8
1917.....	742,320,878	69.7	323,216,264	30.3
1915.....	641,972,943	68.2	298,412,368	31.8
1913.....	573,741,751	68.5	264,874,624	31.5

1919 but 35 per cent. Special property taxes furnished 18.4 per cent in 1913 and but 15.4 per cent in 1919. The non-business license dropped 1 per cent. Though the property taxes still contribute largely to the total revenues, there is here shown an indication that their importance is growing less. Only future tables can show whether this trend is temporary or permanent.

The summary of table V contains a consolidation of taxes in an attempt

to indicate the trend of all taxes in relation to other sources. In 1913 all taxes constituted 82.2 per cent of the total, whereas in 1919 they furnished only 78.3 per cent of the total. There has been a tendency to lay less stress on taxes, though they still contribute 78.3 per cent to the total.

The second half of table V contains a similar study for cities. Cities have given increased attention to the general property tax, the amount from this source being 60 per cent in 1913 and

TABLE VI

THE TREND IN THE DISTRIBUTION OF TAXES IN THE UNITED STATES
1913-1919

A—Taxes in All State Governments

	<i>General Property Tax</i>	<i>Per Cent Total Taxes</i>	<i>Special Property</i>	<i>Per Cent Total Taxes</i>
1919.....	\$237,234,778	45.0	\$104,222,552	19.8
1918.....	209,479,197	45.5	87,096,809	19.0
1917.....	182,740,146	44.5	94,807,880	23.1
1915.....	185,876,319	50.8	82,870,882	22.6
1913.....	139,750,303	46.5	67,675,933	22.5
	<i>Other Special Taxes</i>		<i>Poll Taxes</i>	
1919.....	\$13,554,063	2.5	\$2,114,708	0.4
1918.....	12,264,613	2.7	2,100,556	0.4
1917.....	13,387,239	3.3	2,171,897	0.5
1915.....	.....	....	3,198,155	0.7
1913.....	.....	....	2,965,069	0.9
	<i>Business Taxes</i>		<i>Non-Business License</i>	
1919.....	\$122,667,336	23.2	\$48,025,730	9.1
1918.....	112,748,915	24.5	36,084,155	7.9
1917.....	90,927,416	22.1	25,830,320	6.5
1915.....	78,730,187	21.7	14,868,254	4.2
1913.....	53,642,322	17.8	6,450,932	2.4

TABLE VI—*Concluded*

B—Taxes in Cities, 30,000 and Over

	<i>General Property Tax</i>	<i>Per Cent Total Taxes</i>	<i>Special Property</i>	<i>Per Cent Total Taxes</i>
1918.....	\$705,723,158	89.2	\$16,269,058	2.0
1917.....	666,402,637	89.8	14,739,512	1.9
1916.....	623,300,805	89.6	13,618,524	1.9
1915.....	570,830,861	88.9	12,598,628	1.9
1913.....	503,804,681	87.8	12,415,667	2.1
	<i>Poll Taxes</i>		<i>Business Taxes</i>	
1918.....	\$2,014,952	.2	\$24,069,376	3.3
1917.....	1,998,033	.2	16,479,731	2.5
1916.....	1,906,483	.2	13,554,925	1.9
1915.....	1,792,358	.2	12,741,765	1.9
1913.....	1,641,447	.2	11,203,623	1.9
	<i>Liquor License</i>		<i>Non-Business License</i>	
1918.....	\$35,576,383	4.5	\$6,924,560	.8
1917.....	36,974,797	4.9	5,726,168	.7
1916.....	38,024,542	5.4	4,701,616	.6
1915.....	39,606,956	6.1	4,402,375	.6
1913.....	40,664,534	7.0	4,011,400	.6

62.7 per cent in 1918. This should be compared with the states. In recent years there has been a marked tendency for states to leave the general property tax to local governments for sources of revenue. This undoubtedly accounts for some of the 2.7 per cent increase in this source in cities.

The summary shows that 68.5 per cent of all revenues from cities came from taxes in 1913 and increased to 70.2 per cent in 1918.

Table VI indicates the trend in the distribution of taxes in the United States. The total amounts received from taxes as given in the summary of table V has been split up into the various sources in order to find out what the trend has been in per cent received from the various sources in relation to the total amount of taxes.

The first half is an analysis of revenues of state governments.

Of the total amount of taxes received by the states in 1913, 46.5 per cent was received from the general property tax and 45 per cent in 1919.

In 1913, 22.5 per cent was received from special property taxes whereas only 19.8 per cent was received from the same source in 1919. On the contrary, business taxes increased from 17.8 per cent of the total in 1913 to 23.2 per cent of the total in 1919. Non-business license revenues increased from 2.4 per cent of the total to 9.1 per cent. The tendency has distinctly been away from property taxes to business and other taxes in the states.

The second half is a tabulation of the revenues of cities of 30,000 and over.

The general property tax constituted 87.8 per cent of the entire amount received from taxes in cities in 1913 and increased to 89.2 per cent in 1918. Business taxes also increased from 1.9 per cent in 1913 to 3.3 per cent in 1918. It was the same rate in both instances.

In table VII a study has been made of the per capita revenues of the United States Government, state gov-

TABLE VII
TREND OF THE TOTAL PER CAPITA REVENUES
1913-1919

A—United States Government			
<i>Year</i>	<i>Total</i>	<i>Taxes</i>	<i>All Other</i>
1919.....	324.71	44.25	280.46
1918.....	205.38	40.52	164.86
1917.....	36.16	11.06	25.10
1916.....	8.40	7.79	.61
1915.....	7.34	7.11	.23
1913.....	7.77	7.54	.23
B—All State Governments			
1919.....	6.43	5.03	1.40
1918.....	5.69	4.45	1.24
1917.....	5.14	4.02	1.12
1916.....	4.67	3.61	1.06
1915.....	4.66	3.73	.93
1913.....	3.80	3.16	.74
C—Cities, 30,000 and over			
1918.....	32.75	23.01	9.74
1917.....	32.04	22.30	9.74
1916.....	30.83	21.54	9.29
1915.....	30.17	20.58	9.59
1913.....	27.78	19.00	8.78

ernments and cities, with the amounts given for taxes. The comparison of the amounts received from taxes for each political unit is interesting. In 1913, the per capita revenues of cities, Federal Government and states was \$19, \$7.54 and \$3.16, respectively, while in 1919 the per capita revenues of Federal Government cities and states was \$44.25, \$23.01 and \$5.03, respectively.

The significant increase in the total per capita was that of the Federal Government from \$7.77 in 1913 to \$324.71 in 1919.

This relationship of per capita revenues with special reference to a comparison of state and city governments has been shown graphically in chart III.

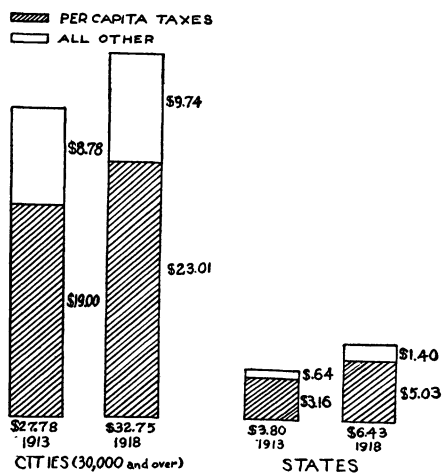


CHART III

Showing the Trend of City and State Per Capita Revenues 1913-1918